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ABSTRACT

The publication outlines the role of the Youth Development Program (YDP) director, a position which requires a positive relationship with the Community Action Agency (CAA) executive (through which the YDP is funded) and with the Youth Council in order to develop an effective program. The first of four sections of the guide describes the nature of the job by looking at the characteristics and operational styles of five successful directors, defining specific responsibilities, and examining the role of a director in a model project. The second section, program planning, contains a description of the two-phase planning process (preoperation and beginning operations as well as planning YDP operations that are in motion), the YDP guidelines, and a planning model. Mobilization of resources, the third section, discusses limiting factors, a four-step strategy negotiation, and some examples of success in this area in model programs. The final section discusses in what order Youth Councils and operational programs should be developed by presenting options and describing a specific model program. (Author/MS)

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THE YOUTH DEVELOPMENT PROGRAM

DIRECTOR

A TECHNICAL ASSISTANCE PAMPHLET

Prepared by

Project MAP, Inc.

for

THE OFFICE OF ECONOMIC OPPORTUNITY

Pursuant to Contract BOO-5205

October, 1971

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I. THE NATURE OF THE JOB

A. INTRODUCTION

The Youth Development Program Director performs many important functions as Youth Councils are formed to play a substantive role in youth program operations. A critical condition for success is the establishment by the director of a positive relationship to the Executive Director (and the Board) of the Community Action Agency (CAA). Are these two conditions, relationship to the council and its youth programs and relationship to the CAA executive, compatible? Can the Youth Director serve two interests or is he going to have to choose between them? Or, in fact, is the dual relationship one task to be performed by the director, in which he represents both interests at one and the same time? How, then, does the Youth Director perform his function to develop an effective Youth Development Program (YDP)?

B. THE YOUTH DIRECTOR

First, who are these Youth Directors? We will examine a number of "successful" YDPs to analyze the Youth Directors' characteristics and operational styles.

Youth Director 1 -

Male, age 23, from the general area where the youth program operates. College graduate, major in the arts. Started as arts and crafts instructor, became Deputy YDP Director, then Director, as the previous YDP Director moved to another CAA job (and then to a job in a school system as coordinator of drug-prevention program).

The YDP includes tutoring, GED high-school equivalency preparation, an arts and crafts project, a craft sales shop, a lunchroom, leisure time activities, counseling in drug education and other services for youth (emergency and on-going).

The CAA supports the YDP with limited funds and backs the YDP effort in general terms.

Youth Director 2 -

Female, 55 years of age, from the city in which the CAA is headquartered. As a wife of a merchant, worked in his business for many years. Her interest is arts and crafts. Has done some volunteer social service work over the years. Hired by the CAA as the Youth Director.

The YDP functions in the city where the CAA is based, and also provides services in three other small cities that are centers of three adjoining counties. The large YDP emphasizes arts and crafts, tutoring, photography training and recreation services; a feature is the production of craft products at home and sales through the YDP.

In the other cities, there are operational drop-in centers. One of them provides counseling services, a drug prevention service and social activities. All of them have regular arts and crafts classes on specific nights of each week.

The CAA provides a $50,000 annual budget for the entire YDP operation. The CAA Director backs the YDP effort, and two people are elected by the council to sit on the CAA Board.

Youth Director 3 -

The YDP is subcontracted by the CAA to a youth organization in the city. The subcontractor is charged with specific work requirements, and the CAA Youth Director provides the subcontractor with information the CAA has about quidelines and program objectives. The subcontractor reports regularly to the Youth Director, and he, in turn, reports to the CAA.

The CAA Youth Director, a 42 year old male, is new on this job. He was in the State Department Foreign Service for 15 years. He is a native of the city served by the CAA.

The subcontractor's youth director, a 30 year old male, also from the same city, worked previously in the subcontractor agency in budgeting and management. He reports directly to his Executive Director. His duties include supervision of the agency's out-of-school Neighborhood Youth Corps, which is also subcontracted to the agency by the CAA.

The YDP consists of economic development enterprises (3 operational and 2 planned), tutoring and recreation services.

Youth Director 4 -

A male, 34 years of age, a former college athlete from another part of the country. He has been in the city for four years and has worked for the CAA for one year. His previous work career was in economic enterprises. Earlier in his career he worked for a community program in the city where he grew up.

The YDP projects include two business enterprises, a training facility, publication of a neighborhood newspaper, a food service operation and a health-aide training program.

The CAA provides financial support to the YDP, and the CAA executive is a backer of youth programs. The CAA is strongly oriented to training and economic development.

There is some representation of youth on the CAA Board of Directors.

Youth Director 5 -

A 47 year old female, married, and with eight children. Her husband is a professional in a social agency in the same city. The director has been in the city all her life and has been active in social service work as a volunteer for many years. Prior to becoming Youth Director, she was a youth worker for the CAA in one of the city's neighborhoods.

Her working relationship to the Executive Director of the CAA is good, and her relationship to his Deputy is very close. The CAA invests money in the YDP, about half of which goes for staff salaries with the rest spent for neighborhood services for youth.

The YDP consists of two businesses, a boutique and a repair-clean up business. Counseling services are provided to youth and a drop-in center is being planned in one of the neighborhoods.

The director is able to use her city-wide knowledge to develop programs and resources as they are needed by YDP. She is able to secure from the CAA whatever support she really needs. There is youth representation (2) on the CAA Board of Directors.

C. THE YOUTH DIRECTOR'S JOB

The director has specific responsibilities to area youth and is challenged by two tasks: one is to develop democratically-selected youth councils; the other is to

promote youth opportunity programs, including, among others, manpower and training services, education, business and management training, community services, police-community relations, youth counseling, etc.

In summary, there is no specific order in the development of councils and youth programs. The program mix must be individually tailored, taking into account the level of capacity of the council, the CAA and the youth. (See Section IV)

On factor that continually emerges in successful program descriptions is the quality and competence of the Youth Director. It becomes evident that the special interest and skill of the director becomes a central youth program theme. A director who is adept in arts and crafts, for example, often uses that skill to rally the youth around a program that includes arts and crafts.

Such skills often become the point of take-off for a YDP, and other appropriate and more ambitious programs emerge from this base.

From the director's vantage point, it is logical to build on such special talents. Whatever this special talent is, it becomes an asset to be exploited by the youth as they decide what program they want to achieve. From a CAA's vantage point, it can safely predict what kind of youth program there is going to be by hiring a director who has certain skills and program interests.

The one thing successful YDP Directors have in common is a resource that is exploitable in the interest of the YDP. But, there is another side to this picture -- the relationship of the director to the CAA. Its importance to the youth who participate in a council cannot be overemphasized, and in fact, a council will not reach its potential if it does not have a realistic view of what the CAA (the Executive Director and the Board of Directors) thinks it should usefully do, or what the Council and Youth Director can persuade the CAA policy makers needs to be done by youth for youth.

Another way to emphasize this point is with this thought -- a YDP cannot provide maximum service if the CAA is opposed to its program.

If the CAA actively opposes the development of a youth program, the YDP will find itself very quickly without financial support. Even more damaging is the debilitation of the Youth Director, who, after all, is an employee of the CAA. If a director tries to fight a dissatisfied CAA leadership, he* will find himself as an adversary in a contest of power. In reality, the director needs to be the intermediary between the employer, the CAA, add the youth, whom he is charged to serve.

The director, therefore, needs to be sensitive to the limits of the CAA with respect to the council's activities. A capable director will use everything which can be mustered to secure maximum support from the CAA. He cannot afford to set himself up as the leader of the youth, to be negotiated with in terms of dollars and program. If the director is in a power-seeking position, backed by numbers of youth, he cannot serve the CAA as a program developer. Rather he becomes an adversary in a struggle for power and position.

A director must clearly assess the limits defined by the CAA, carefully judging how much the youth can hope to secure from the CAA in dollar and program support. With these functions in mind, the effective director portrays to the youth what is logical for them to seek. Here again, the director cannot simply be an advocate for the CAA, only passing the word to the youth as to what the CAA will "allow" them to do. His role is that of the intermediary, interpreting to the youth what he thinks it is possible for them to achieve. The director must always keep his short-range goals clearly in mind, while patiently and flexibly measuring long-range YDP possibilities.

When a YDP has active CAA support, with youth actively participating on the CAA Board and in program committee deliberations, measurable YDP success becomes a reality when

*He is used as a matter of convenience. Please read it to mean he or she as the case may be.

a competent Youth Director is available to it. If the CAA remains neutral about the youth's role, at least providing a degree of economic support, a YDP can ''make it,'' even though the task becomes more difficult.

A YDP that encounters open opposition from the CAA cannot sustain itself. If that program is going to make it, its success will be independent of, and in spite of, the CAA's antagonism. Even the most competent Youth Director must fail in this situation. No matter how talented he is, there is no future for the YDP as part of a CAA.

The essence of a Youth Director's skill is his ability to utilize his own talents to develop positive relationships with his employer, the CAA, and with the youth he is directed to assist in developing viable youth programs.

The effective YDP Director must design his work to utilize council youth and program participants to undertake certain tasks that he recognizes need to be done. In addition, he should not discourage the youth from doing things they have decided they want to do, although he may feel from his practical experience, that the youth will be hard put to produce it. The only time the effective director will not encourage youth involvement in a project of their own is when he knows that such an effort could destroy a Youth Council and its YDP.

The effective Youth Director needs to develop financial leadership among youth. He must be alert to the fact that his tenure as a director may well be limited; for, if he is successful, he may be asked to move to another CAA position to assist the CAA with his proven skills. For that reason the director should be training his successor. Those selected as possible successors to him need to become familiar with CAA staff, including the executive of the agency and the board, so that continuity in YDP is assured.

Great skill, patience and dedication by the director are necessary to carry out this sensitive role. The model which follows will demonstrate the various parts of the total role of the YDP Director.

D.

This CAA is based in a city of 80,000 people and provides Headstart services to fifty pre-school children as well as referral services to legal and manpower programs. The CAA funds two neighborhood centers in the city and three others in the three counties that abut the city.

The CAA has hired a Youth Director and a youth council has been established.

The council has been discussing the establishment of ''Project ACE'' to be composed of five drop-in centers serving the youth of each of the target areas. The director has realized that the youth want to set up five centers because it would be hard for them to decide which areas should have priority, should less than five be considered.

The Youth Director discussed the YDP plans with the CAA Director. The CAA indicated that it has funds available to YDP to fund three staff slots, with a small additional amount available for services.

The Youth Director, recognizing that the council could not decide which areas would be left out, discussed with the council a variety of procedures it might use to begin Project ACE:

1. He stated to the council that the chances of getting five staff for five centers are slim.
2. He raised a number of alternatives with the council:

   a. they might open three centers, and the other two as soon as funds become available;

   b. they might provide some service to all five areas, while sharing one center for certain activities.

c. they might design an entirely new approach, planning to use the amount of available money that the three staff slots represent.

From these conversations, the council decision was that a representative committee of the council go to the CAA Executive Director. The meeting took place and the possible use of CAA neighborhood center space was discussed by the CAA Director. The youth then asked to appear before the full CAA Board.

The full council (ten members) was invited to the next CAA Board meeting. The youth council president stated the council's case for Project ACE (a center in each of the five areas). The Board moved to set up a special youth subcommittee to meet with the youth and their director.

The director then worked with the council to prepare its argument before the committee. He impressed upon the youth the important relationships with the CAA, the need to be successful in what they finally agreed to operate, and the value of bargaining and reaching an amicable agreement with the CAA.

The CAA Youth Committee and the representatives of the council met. They agreed that each neighborhood would provide some youth program activity with the available dollars allocated on the basis of two factors: 1) the number of eligible youth in the area to be served, and 2) the program. It was agreed that the area operations secure other support to assist in maintaining their programs. The CAA Executive offered to make technical staff available to assist the youth in locating space, setting up management systems, and tapping community resources. A total exchange occurred on various possibilities and the Board of the CAA and the youth council consummated their negotiations.

Project ACE is now underway with a drop-in center in one area, tutoring services in two other areas, a health-aide training program in a fourth area, and a library-on-wheels in the fifth area. Technical help is being provided by CAA's central

administration staff, with specific CAA staff assignments made by the Youth Director. In addition, he has established an in-service training program for the YLP staff, the subject matter of which includes YDP guidelines and program goals, reporting, program development, and relationships to CAA programs and services.

E. WHAT THE MODEL DEMONSTRATES

The director's role has been to interpret to the CAA what the youth were planning. As he worked with the youth, he know the CAA limits, while effectively keeping the YDP position in its best light. The director was a "friend of both interests," representing all views. He maximized the value of YDP to CAA and of CAA to YDP, and was the catalyst to produce program results. In addition, he helped to establish a training service to the staff of the newly-created YDP operations. The process has resulted in professional services becoming available to the YDP that were consistent with CAA standards and objectives.

In this model, the CAA performed positively by assisting the youth to get their program started. The youth had the positive experience of presenting their views in a professional manner, negotiating a program and learning how to reach a goal.

There may have been pitfalls, but a competent director was able to move between two interests to produce one program and a common interest.

F. CONCLUSION

In the view of CAAs, and given the foregoing, the positive features of YDP will outweigh the negative ones. Under the guidance of an effective Youth Director, the CAA will benefit from a strong youth council and effective youth services.

The director functions as an intermediary. He has two interests that become the same interest when he performs his role skillfully. As an employee of the CAA, he must be alert to what the CAA does, where it is going, and what its limits are. He works diligently to encourage the CAA to increase its priority to youth, but he must go about it carefully and logically.

The Youth Director must understand where the youth are, what they mean to do, and how they are organized to produce what they have set as their goal. He does not deal in harsh terms with the youth, for is he does, he will turn them off. He must guide them and lead them, but not overwhelm them.

By the same token, he must be willing to assist them to develop their own ideas. Practical planning, in terms of organization and program goals, assures that youth will reach their program goals. This will be discussed in the next section.

II. YOUTH DEVELOPMENT PROGRAM PLANNING

A. INTRODUCTION

Programs are planned, initiated, operated, and often changed. A strategy for planning a Youth Development Program (YDP) must define where the program is--at what point in operation it is--when the planning strategy is being designed.

Planning includes organized steps to assess need in light of what has happened in the distant and recent past, making decisions about which priorities are most important, and establishing steps to achieve agreed-upon objectives.

Planning involves the design of a system to measure the effects of a program, including, by necessity, a mechanism that keeps track of the numbers served, their characteristics, the program changes, and the developments undergone as the program is implemented and operated.

Planning, going on while a program is in process, can include a monitoring role, requiring that a useful information system be designed and utilized.

This document will provide an in-depth YDP planning strategy to be used by the Community Action Agency (CAA) Youth Director. The strategy is described in two stages. The first stage is the preparation to be done after a youth council has been created and before its operations commence. The second stage is the activity of a council that has been operating a project. Planning in the first stage is pre-operational. The second stage covers on-going planning, emphasizing monitoring, feedback, up-grading and the expansion of YDP activity.

B. THE PLANNING PROCESS

Phase I - Pre-Planning and "Getting Started"

There are four basic steps that are necessary as youth are assisted in forming a YDP activity:

1. setting an organizational procedure in motion
2. defining local YDP options
3. agreeing on a program
4. establishing the steps to achieve program goals.

Phase II - Monitoring and Planning On-going YDP Activity

The planning function is somewhat different in an on-going project. Basic YDP program designs have already been made, thereby narrowing the scope of available options. By no means is this phase less important than the start-up phase - it is the pay-off that provides the youth council with prestige, reputation and status both among the youth involved and within their community. It is important, therefore, for the coordinator, working with the council's youth participants, to keep clear where their project is in point of development. Each program must be analyzed individually, with its planning strategy fitted to the needs of the particular YDP, measured in youth interest, time and place.

There are two important planning steps during the YDP's operational stage:

A. Reaching the stated goals; analyzing the desirability to change and expand
B. Designing a system of self-monitoring and analysis.

C. THE YDP GUIDELINES

The YDP guidelines, OEO Instruction 6168-1a, (Section 6, Program Content), have established the following program goals: Youth Development Programs must be a year-round comprehensive economic opportunity projects emphasizing youth involvement. Programs devoted exclusively to recreation, camping, cultural enrichment and other leisure-time activities will not be funded.

Definition of Terms

Economic opportunity programs are those which are designed to directly attack the recurring problems of youth rather than merely providing activities limited

exclusively to recreation, camping, cultural enrichment and other avocational pursuits. There are no predetermined priorities regarding economic opportunity program emphasis, i.e., whether the emphasis will be on education, employment, economic enterprise development, or other similarly related programs which give youth increased skills and self-direction and help prepare them for regular employment conditions. Economic opportunity program emphasis must be determined locally by following the procedures outlined for youth involvement in Section 4 of the Instruction.

D. PHASE I – PRE-OPERATION AND BEGINNING OPERATIONS

1. Setting a procedure in motion

Youth Councils pursue many goals: recognition, profit, community service, experience for members, survival of the council, expansion and prestige.

The CAA Youth Director must understand which goals predominate among the council members with whom he is working.

The Youth Director will probably have to play a more aggressive role in spelling out project goals in situations where the council has had little or no experience undertaking a project.

At this point, it is necessary to raise the question about the scope of the Youth Director's role. How much does he lead the group? How strong is he in setting up the goals to be achieved? There are different schools of thought on this. One says "get the youth together and ask them what they would like to do." "Then, using their thoughts and ideas as the basis for discussion, see what can be done about these goals." In this case, the coordinator is the broker for the youth.

An alternate approach is one that finds the Youth Director being more aggressive about the initial goal -- seeing that it takes place. This view argues that youth quickly lost interest in general conversation that requires considerable time to become a

program activity. Further, this view argues that youth will not even respond initially to an organization with little or no specific purpose in mind.

This document will not attempt to resolve this procedural issue. It is clear that the Youth Director has to judge the situation for himself. The level of sophistication of the community relative to programs in the human resource field, the level of the CAA's success in monitoring programs, and the acceptability of the target area youth population to the community are some of the factors the Youth Director needs to assess as he sets the planning process in motion. The Youth Director is in the best position to forsee the plan that will be most useful. He must emphasize and encourage planning which is determined to be feasible in terms of the program options available to the youth council. The CAA's input to him is critically important to him as he prepares for possible program development. (See YDP-2, Community Action Agency Youth Development Staff, for additional information.)

2. Defining the options

Once the planning process is set in motion, the youth must work through the options which are available to them. Obviously, the Director must have done his homework so that he has a good idea of what is possible.

The Director must have the breadth of vision to examine all the sectors of his local community as well as the broader community to see what is available to attain YDP's stated goals. The youth themselves can be encouraged to undertake this analysis. Experience has proven that their ideas are the best for them, and, as long as they are attainable and measurable, the greatest good will result from their own process and program.

In summary, the Youth Director, in partnership with the council, must develop the options open to youth to reach the goals they have set in the initial phase of the projected program.

3. Agreeing on a program

OEO Instruction 6168-1a emphasizes choice of program by the youth involved in a YDP. This does not mean that youth decision is the end to be achieved. Rather, it is expected by OEO that youth make a program decision in light of their statement of goals and under the hard scrutiny of available options. This is similar to the way the CAA sets policy in relation to program design.

It is suggested that the breadth of the program to be undertaken in YDP depend to a considerable degree on the experience, sophistication and backing possessed by the program operators. Too grand a program venture - at the critical beginning stage-- may defeat a great idea and a potentially great council. CAA backing is perhaps the most critical support needed by a beginning YDP.

A strong and, perhaps, short first step can accelerate to real strides toward hard-hitting youth-serving programs. Many of the strongest programs seen by MAP staff have developed from small, successful experiences of a limited scope. Nothing succeeds like success.

4. Establishing the steps to achieve YDP goals

Here is where youth need the technical help of the Youth Development Program Director if they are to arrive where their plan is designed to go. Examination of model YDPs shows that experienced staff are needed to put the program together. Youth, however, should not be shunted aside as, in fact, a substantial amount of learning takes place as a program is actually being set in place under the guidance of the director.

At this point in the process, the services that need to be put in place vary, from budgets, administration, personnel and finances to program delivery and product development. Putting the ideas down on paper, getting agreement on what is to be undertaken, agreeing on what is to be done and in what sequence--these can all become exciting experiences for the youth as they assist staff to make the words into real, visible services.

The critical moment for the YDP is here. The hard, nitty-gritty details of mounting a program, large or small, may well determine life or death to the YDP. Youth can and must be a part of this process, for it is "their program." A strong guiding hand is necessary to insure that all the developments are planned, checked, and implemented. Experienced supervision is a key and those youth who possess leadership potential become increasingly important to the project as the action begins to take place.

E. PHASE II - PLANNING YDP OPERATIONS THAT ARE IN MOTION

The steps described to this point are appropriate during the beginning stage of a project. Many YDPs are at the initial step and the goals stated for planning continue to be useful to their staff and council members. An increasing number of YDPs have moved beyond pre-planning and are in program operation. Their planning needs are different.

1. Running the YDP

Planning does not stop in Phase I. On-going planning must be available to on-going projects. Now, planning must be considered in a practical light, taking actual operations into its view. It is an old argument about planning versus action, and many good people have thrown up their hands to say "one or the other" but "it won't work when you try to put them together." There is another school of thought that holds that on-the-scene planning is useful to program action staff. But to make the action dependent on the planning, to hold up the steps needed at a particular moment

until the planners put the steps into their frame of reference is a difficult procedure to follow when crisis and immediate needs are the rule rather than the exception.

YDP has enough of a challenge to succeed without taking on classic philosophical questions. What YDP must strive to reach at this point is an operation, a result of planning and preparation, that gives the council a real chance to succeed in program implementation.

2. Designing a system of self-monitoring

Simple monitoring can be done by a visual examination of the YDP, seen in terms of the program's objective. Where is the program? Beginning? Working well? Failing or closed down? How many youth are active in the council? How often does the council meet? How many, in fact, attend and participate? How much YDP money is in the project? What does it buy? How flexible is the program? What are the next steps? What are the long range possibilities? Is there community acceptance? Does the CAA participate actively? Does the CAA back the YDP? Some instruments for measuring the progress of the YDP follow:

a) Does the Youth Council have a clear picture of program goals?

b) Does the council function in an orderly way? Does the council use efficient procedures for making decisions?

c) Does the council have effective leadership?

d) Does the council implement its decisions? Does it follow through on them?

e) Is the YDP attaining its stated goals?

f) How many youth are actively involved in the council?

g) How many youth are served by the YDP?

h) What is the YDP budget? What is it spent on?

i) Are other available resources being used to supplement YDP resources in the community?

j) Does training of youth result from council and program operations?

k) Does leadership training take place in the YDP?

l) Does the community benefit from the YDP?

m) Does the human resource effort in the total community benefit from YDP?

n) Is the economic opportunity of youth enhanced by the YDP?

Not only are these measures important ways for a Youth Director to assess the YDP, they can assist him to judge the merits of the program through the eyes of the many agencies whose opinions are important to the YDP.

What this all means is that one cannot really tell how "successful" a YDP is without answering some basic questions about the community in which the YDP operates. We must know what the community's relationship to the CAA is, and what the CAA's responsibility to the general population, and more specifically, to the youth is.

To judge a YDP without knowing the effect of CAA programs in the community may provide an incorrect evaluation of the YDP.

To judge the depth of YDP, one must examine the opportunity local citizens have to participate in economic and social programs from services other than the CAA. A YDP in a neighborhood where a great deal of programs are taking place must be viewed in that context. A little action by that YDP probably means very little. A little action by a YDP in a neighborhood that has no services, or where services have been tried and failed, may well be a success.

Critically important is the service to youth in the community. What youth services are there, without YDP? What services have youth had something to say about? Is there a Neighborhood Youth Corps? Do youth have the opportunity to enroll in the Job Corps? Have school programs been established to encourage minority youth to learn and lead?

YDP in one setting may be of tremendous value, whereas in a more sophisticated community, it may be questionable whether it should be redesigned to provide more critical services.

So, we see that there is a set of questions to be answered to set the stage when checking on the progress of a youth program. Is there an operating or potentially developing Youth Council? Are youth involved in establishing goals, planning, carrying out surveys and setting programs into motion? In addition, there are important questions about the relationships between the YDP and other institutions. Does the CAA back the youth effort? Is the Youth Director supported by the CAA, or is he "on his own"? Is the YDP planning to establish relationships with other programs, services, and resources in the community?

Other key questions relate to the programs being planned, initiated, and operated under the YPD's sponsorship. What steps have been taken to analyze the market for the program the council plans to carry out? How long can the YDP last with the funds it has available? What is being done to survey other services for linkages that can provide staff, space, dollars, and related assistance? What competence do the council and the Youth Director have to deliver the program they hope to deliver? What are the long-range goals? Are they clear? Is the council prepared to be flexible, to be open to change, as conditions change?

It is useful to set bench marks to be achieved at certain points in time. Self-monitoring is a useful program tool as it directs the YDP to its stated objective. This is true as long as the self-analysis mechanism does not eliminate the flexibility that a newborn program must have. Human resource programs need special care since there are so many variables constantly requiring the staff to redirect its energies and to refine the program objectives.

What is being emphasized is the creation of a planning procedure that records the YDP's progress, checked against a measurable standard, designed flexibly to allow the youth usefully to amend, expand, and redirect their energies. This system analyzes the rationale for change, allowing the project to be measured in terms of what the YDP's needs are and become at different points in time.

F. A PLANNING MODEL

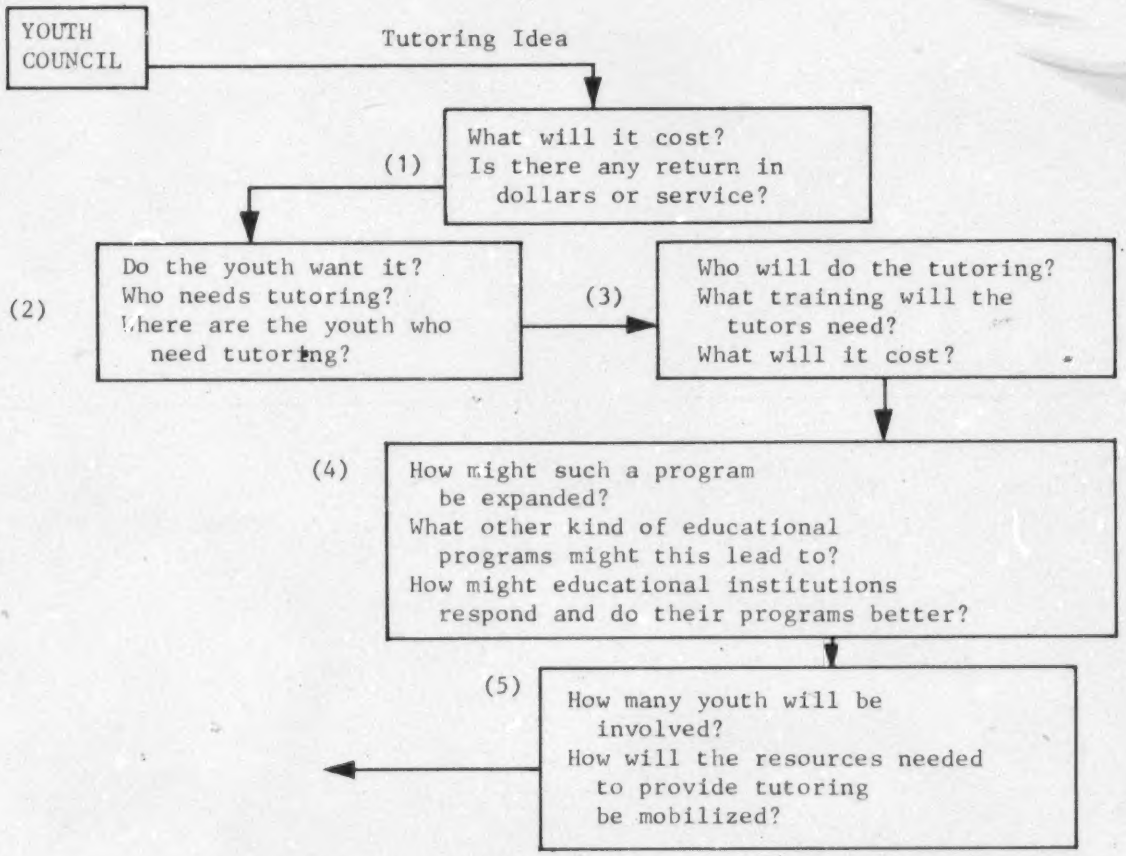
San Antonio Neighborhood Youth Operations, Inc. (SANYO) is a youth program in San Antonio, Texas. The San Antonio CAA, Economic Opportunities Development Corporation of San Antonio and Bexar County, has subcontracted with SANYO to administer the local YDP. The SANYO program is described in YDP-3.*

The technique used by the SANYO Planning Department to plan its program is interesting and is included here with the permission of that organization. The effectiveness of the planning process can be observed in the vital quality of San Antonio's YDP.

SANYO has designed a YDP planning procedure that starts with a council idea, examining it for its feasibility and analyzing its potential use in the community. At that point, planning requires an examination of the available technical resources, while making a long-range projection of the proposed program. Another planning step in SANYO's sequence is to determine the community involvement to be achieved, while planning to mobilize the resources needed to implement the idea.

*YDP-3. Youth Development Program Models, Vol. I.

The SANYO planning flow chart is as follows:


YOUTH COUNCIL
Tutoring Idea
(1)
What will it cost?
Is there any return in dollars or service?
(2)
Do the youth want it?
Who needs tutoring?
Where are the youth who need tutoring?
(3)
Who will do the tutoring?
What training will the tutors need?
What will it cost?
(4)
How might such a program be expanded?
What other kind of educational programs might this lead to?
How might educational institutions respond and do their programs better?
(5)
How many youth will be involved?
How will the resources needed to provide tutoring be mobilized?

The SANYO planning sequence has been described because of its simplicity, directness, and easy application. It is equally usable when the idea is the establishment of a council as when the idea is a component in education, manpower or economic development. The sequence itself projects into the future, at step (4) where a long range projection is made, including the potential for expansion and diversification.

An examination of SANYO's YDP, made in August of 1971, revealed that SANYO staff, in fact, do use the process represented by the chart. One use is in the training of its youth councils. The process is also being used by the council staff in relation to program operations. This was clearly evident as we viewed the YDP operations. Some planned projects were awaiting the provision of funds from operations then getting on their feet. And, SANYO staff, at that time, was in the process of increasing the involvement of youth in the YDP-sponsored activities, while seeking additional community support for the program.

Another interesting feature of SANYO's YDP planning division is its responsibility for information gathering. The flow of information about trainees, council members, and other YDP statistics is a planning department responsibility. This is a practical way to use planning as a monitoring device and provides a convenient way to relate planning to operations.

G. SUGGESTIONS

1. Plan with the youth to develop short and long range goals, starting with a manageable task and developing the council's capacity to do more.
2. Provide a series of planning options, pointing out the possible results achievable in each option.
3. Make the planning process relate to achievable results.
4. Emphasize to the council members what the planning process can produce in practical and realistic terms.
5. Emphasize the importance of planning, thinking before acting.
6. Plan to monitor the youth activity and evaluate the progress being made.

Youth Councils

1. Keep youth program goals in mind.
2. Plan realistically - shoot for what is attainable, keeping your big plans for the time when they become attainable with minimum risk.

3. Planning must include a judgment about your own capacity - how many of you will stay with it? Are you prepared to do the hard work it will take to agree on a course of action and stick with it?
4. Make the plan flexible enough to permit changes in sequence, time-deadlines and funding - while keeping your goal intact.
5. As you plan, be sure you keep in the forefront where you are going to go to get help. The plan you develop must take into account your chances of reaching the goal.
6. Plan to use whatever help is available. Your plan should include the way you intend to interest the CAA, other services and possible funding sources in what you are striving to accomplish.

CAA policy-makers

1. Provide guidelines to your Youth Director relative to the scope of his flexibility in planning with the youth councils.
2. Encourage the youth councils to participate in general CAA activities, attending board and committee meetings and providing regular reports in person to the board.
3. Back the youth council's program activities by making available, through the Youth Director, the technical and planning resources of the CAA.
4. Meet regularly with the Youth Director to be sure that the council's activities and programs are being planned consistently with CAA plans and programs.
5. Examine those youth services the parent organization might want the youth council to consider as a service to the CAA and be sure the Youth Director and the youth council is clear about what you would like to see developed.

H. CONCLUSION

Planning, when viewed in the light of program support and program benefit, is a useful tool to the YDP. The youth will not only be exposed to the intricacies of program operations, they will also develop insights about program planning.

This presentation of useful planning techniques can be a tool to maximize the successful implementation of youth programs. Its intention is to serve as a process to be used by youth councils, Youth Directors, technical assistance specialists and other ''experts'' in YDP.

III. MOBILIZATION OF RESOURCES

A. INTRODUCTION

History is interesting to a practitioner if he can learn something from it. The ''history'' of the anti-poverty movement as we describe it these days -- Kennedy's ''New Frontier'' of the early 60's became the ''Great Society'' of the mid-60's -- is replete with good lessons for those of us who now work in the field.

Practitioners are at many levels. A Congressional mandate to the federal establishment creates the responsibility to implement a law passed by Congress. The national offices of the federal establishment transfer general guidelines for implementation to regional offices. Some of that responsibility goes to the states for further regulation of program delivery. Cities do some of the program implementation as do rural areas.

That concept largely determines the ''players'' in the anti-poverty field. What about the agencies of the government that handle anti-poverty programs -- the Office of Economic Opportunity (OEO), the Department of Labor (DOL), the Department of Health, Education, and Welfare (HEW), and the Department of Housing and Urban Development (HUD)? These are major governmental departments and agencies. They are responsible for programs which include:

OEO - community organization
health
legal
manpower and training

DOL - manpower training

HEW - pre-school programs
education
health
welfare

HUD - housing
model city community organization
all human resource services

Other departments of government offer programs in transportation, economic development, law and justice, and some provide programs that match, expand, or fit with the OEO, DOL, HEW, and HUD programs.

The constituency served by anti-poverty programs includes all poor people in urban and rural areas. In sheer numbers, the majority of American poor are White. In percentages, a vastly disproportionate number of minorities are poor -- Blacks, Chicanos, Indians, Puerto Ricans. Programs are designed for pre-school children, youth, adults, senior citizens and, in fact, for all people who are poverty-stricken.

B. WHAT HAVE WE LEARNED?

The array of programs has begun to affect our poverty population, but the "success" of programs to date, the bite of services for the poor, is of limited effect. This document is not about to ascribe reasons for that limited success. Rather, it will address the questions of "how anti-poverty programs get better results, a pay-off that maximizes what we have, and how improved services can be secured in the interests of the population to be served by anti-poverty efforts."

It is now clear that no one agency will solve the problem of poverty in the United States. Nor will any one program! At last we can agree that there must be mobilization of resources at the local level if there are to be programs that make a difference to the poverty population.

At this point in time, it is useless to plan for a coordination mechanism at the federal level. Maybe it will come, but there is considerable doubt that such coordination can really be achieved from the top. The quickest way it will happen -- and, in successful projects, does happen -- is when a local program director, in this case the Youth Director, moves to tie "his services" into other services, and vice versa. And that is what this document is about, using OEO's Youth Development Program (YDP) as a vehicle to effect such coordination.

C. WHAT FACTORS LIMIT MOBILIZATION OF RESOURCES?

As the Youth Director plans a strategy to mobilize resources, he is inhibited by many factors.

Some are political in nature --

- If I deal with outfit X, will they try to make me over?
- If I deal with outfit X, will they see how little our YDP has accomplished?

Some are programmatic --

- Can outfit X produce what I need?
- Will YDP be able to perform its mission if outfit X has part of the activity?
- Is YDP far enough along for me to offer some of our operational services in return for some of theirs?

One is psychological --

Some people will say to the Youth Director, "Do not bother to approach outfit X. They will not do any business with you. They won't cooperate."

Such a knee-jerk reaction will get the YDP nowhere. The Director must undertake his program strategy with no preconceived notion that certain agencies will not deal with YDP. The strategy must be undertaken "from scratch," with the Youth Director and the youth council ready and eager to tap resources without prior prejudices or negative expectations. The youth organization may have a better chance to develop a resource than an adult organization -- being young can and should be exploited as an asset.

D. THE STRATEGY

The following strategy must be undertaken in the practical light of where the YDP is at the moment, where it hopes to be, and how much change the YDP may have to undergo. Nevertheless, in the interest of focusing on the use of resources outside of YDP, this document will provide a step by step procedure for use by YDP Directors.

There are four steps that can be identified for a Youth Development Program. The target population is poor youth.

Step 1 is for the Youth Director to examine the local Community Action Agency (CAA) for available resources, programs and services that might be tapped by YDP. In addition, the Director should examine the CAA to determine what services and programs the YDP might provide to the CAA.

Step 2 is an examination by the director of programs in the community other than those of the CAA which deal with youth services. Here again the look is two-way. What might YDP secure from agencies in the area of dollars, services, and programs; what might YDP be able to provide to those (other than CAA) programs.

Step 3 is an examination by the director of CAA services offered to people other than poor youth.

Finally, in Step 4, the Youth Director and council members can examine what other programs there are, other than what the CAA provides, for people in the community other than poor youth.

Let us use a specific example of a YDP planning to carry out a program of operating a Youth Intake Center. Initially, the youth council develops an idea of what it expects such a center to do. Let us say the center is going to be designed to find youth, counsel them, develop jobs for them, and refer them to programs in the community which the youth need.

Initially, the YDP Director (and council) must examine the actual resources -- what dollars are available, at what time, to do what kind of thing? Assume that the YDP has $5,000 available to it for one year. YDP guidelines having been explained to the youth, they now develop a plan for establishing a Neighborhood Center, estimating the cost of rent, utilities, staff and supplies.

The resultant answers tell the director whether or not there are sufficient resources with which to start and how long the center can operate with such resources.

Now we must emphasize what strategy is to be used by YDP to maximize its chances for "success." Step 1 is an examination of what the CAA has that can buttress the youth council's proposed center. Does the CAA provide funds for intake services for youth? For a Neighborhood Youth Corps (NYC) program, as an example? Where? For what program purposes? Can the YDP center (and its services) piggyback what the CAA has operating that will permit the YDP to maximize its limited resources without taking away the identity, purpose, and goals of YDP?

An alternate consideration in Step 1 is to determine whether the YDP might provide some of its resources to do a job for the CAA for which the CAA would pay the YDP in dollars, staff, or services. How, for example, can the proposed Center provide specific intake services which the CAA needs? The director needs to know the answer. Step 2 is an examination of other programs in the community, other than the CAA's, which service poor youth. A significant example is the Neighborhood Youth Corps program, funded by the Department of Labor. A number of successful YDPs have tapped NYC slots to secure paid staff for neighborhood centers. This step requires an inventory by the director of human resources programs in the community which provide services that relate to the proposed YDP intake center, including counseling, job referrals, skill training, tutoring, education, health services -- all examples of other possible programs operated by local institutions other than the CAA.

The other side of this question is for the director (and council) to determine what services the YDP could provide to the other programs, which can have as consideration, dollars, staff, services, space and the many other resources the YDP will need for its own purposes.

In the same fashion, the director can examine the CAA programs and services that are provided to other than poor youth (adults) as well as all other programs and services in the community that are targeted to other than poor youth in the community. How can the proposed YDP intake center use such services and/or develop services needed by the other agencies for their programs?

E. HOW TO NEGOTIATE

As the YDP Director learns what is available, an effort must be undertaken to convince the agency YDP wants to work with (CAA and others), that the arrangement offers advantages to that agency. In many ways, the youth are better off than anyone else in their ability to accomplish this. This is certainly true when they know what they have to offer, what the other agency needs, are businesslike in their approach, and impress upon that agency their competence, will and dedication. Backed by a professional Youth Director, the youth should be able to convince agencies to work with them. Successful Youth Development Programs demonstrate this. (See YDP-3, Youth Development Program Models.) The Director and council must be as sensitive to the other agency's concerns about them as they, the youth, are in relation to their own concerns:

- is the YDP professional?
- does the YDP know what it wants?
- what planning has the YDP done?
- what program has the YDP ever done?
- how much do the youth know about the other agency?

The director's role, when searching for resources and assistance, is made easier if the task being undertaken by the YDP is manageable and capable of performance in light of the sophistication of the director and the youth council. It is often better to start a youth center that can be used to develop the techniques and competence needed to operate successfully, adding services and programs as the

expertise and opportunity develop. Negotiations are easier when the goal is logical, for it encourages a potential user, funder, or partner to deal in achievable terms.

A key factor in negotiating is that YDP has something of value to offer to the other party. It may be services, good will, or simply the feeling that a worthwhile group of people are being helped.

F. MODELS

The Perelandra program in Washington is an excellent Youth Development Program. Its operation has been described in the previously mentioned YDP-3.

Perelandra started with a Drop-In Center operated by the CAA Youth Director and two volunteers. The director secured $5,800 from the CAA. As the YDP began to serve youth in the area, many with serious educational and social problems, through counseling, recreation, and arts and crafts projects, it secured $20,000 from the state of Washington to establish a mini-industries program. The local school system contracted with the YDP and provided $18,000 for the General Equivalency Diploma (GED) and tutoring services.

A number of staff were also secured from the out-of-school NYC and Operation Mainstream programs, both funded by DOL.

At present the director is in the midst of a number of negotiations to provide funds for educational, recreational, and drug prevention services to the youth. Seventy thousand dollars ($70,000) is being sought from the state agency responsible for disbursing funds from the Law Enforcement Assistance Agency of the Federal Department of Justice.

In a different situation, several young people from a rural southern community were concerned about the lack of organization and constructive outlets for their peers. They decided to do something about it.

Their first step was to find out when the municipal government met, then to attend the meeting, and to petition the municipality to allow them to use an unused school as a recreational facility. Their request was denied. ''Why?'' they wondered.

The ''why'' is extremely important for potential action-oriented youth groups. The youth were turned down because they didn't do their homework. They didn't mobilize resources readily available and they didn't consider the perspective which ''the other side,'' i.e., the municipal officials, would take in dealing with them.

Only three of them attended the meeting and they went to the meeting representing no one other than themselves. (They were asked whom they represented.) Next, they were, in effect, dismissed because there appeared to be no advantage to the municipality in granting them their request. So these officials found it easy to turn down the three youths.

Discouraged, but not defeated, the youth analyzed their experiences and decided to try a different approach. First, they took their idea to their peers for support, and their effort met with good results. A groundswell of support was generated and the youth support spilled over so that adult support was developed among families of involved youth and other adults.

A large meeting was called to discuss strategy for another approach to the municipal officials. It was determined at the meeting that the youth would request that they be allowed to rehabilitate the school facility, which was in a state of disrepair from lack of use and vandalism. And that, after the rehabilitation, they be able to open up a portion of the school for use of their newly-formed youth group. A further step by the youth was to canvass the community for materials and supplies to repair the school. They succeeded in obtaining more than enough to do the job.

When next they attended a meeting of officials, the story was considerably different. Youth spokesmen, spported by a substantial number of their peers and buoyed by the community support they had generated, obtained the necessary municipal agreement needed to rehabilitate the school and to begin its use as a youth center.

G. CONCLUSION

An examination of YDP-3, describing successful YDP efforts in the various OEO regions of the United States, demonstrates pragmatically what this document describes. Most of the YDP models set initial goals that were both logical (to the youth) and attainable. Manned by competent Youth Directors, and backed by the parent CAAs, many YPDs are now describing, in terms clearer than written words can say, that effective marshalling of the services available in the community leads to youth activities which make a difference in their lives.

IV. ORGANIZATION OR PROGRAM: WHICH COMES FIRST?

A. INTRODUCTION

There are two related goals in the Office of Economic Opportunity (OEO) Youth Development Program (YDP). One of these is the formation and operation of Youth Councils; the other is the operation of programs that are planned, monitored, and used by the members of the Youth Councils. This document will discuss both of these goals and will, in addition, relate the goals to each other, discussing which comes first as the Youth Director does his job for the council and the YDP. Is there actually a ''correct'' time sequence? Does one goal necessarily follow the other?

B. THE OPTIONS

Until 1971, it is a fair assessment to make that youth organization into councils was the order of the day. OEO Guideline 6168-1a defines the process to be employed, emphasizing youth's role in selection of the council itself as well as program goals to be achieved by the council.

If goal one is reached, is the YDP a ''success''? In other words, is the organization of a Youth Council the end to be achieved by YDP? Generally, no. Not for the purpose of hedging but to see YDP programmatically and realistically, the formation of a Youth Council may well be a singular achievement, even without a significant program result. This is true when youth had not previously been in contact with one another are brought together by a YDP Director to ''rap,'' to communicate about their needs, possibilities and common interests. Organization for the sake of organization, however, is not the final goal of a Youth Director nor of a Community Action Agency (CAA) for that matter. Rather, Youth Councils are important structures when they function in relation to youth programs.

Putting the issue another way, is a youth program a ''success,'' by OEO and YDP standards, if there is not a Youth Council operating along with that program? Generally, no. But, again there may be situations in which a YDP is a success because there is now a youth program even though there is no functioning Youth Council.

However, as a general rule, a YDP is successful when there is an operating Youth Council that plays a role in program design, operation and the setting of goals. That fact must be kept in the forefront by the Youth Director.

Turning from these basic issues, we need to answer the question -

IN WHAT ORDER SHOULD YOUTH COUNCILS AND OPERATIONAL YOUTH PROGRAMS BE DEVELOPED?

There is no correct order. In some places, programs for youth have preceded the development of Youth Councils.

In these instances, the director used the program as the bait to get the youth to form a council. The youth, in this case, must be given the assistance to judge and evaluate the program, with the opportunity to plan for its expansion or change in direction. In some communities, youth will participate in an organization only because there is a program -- a service, a center, and resources that benefit them. The director must be able to judge that fact.

In other situations, the formation of a Youth Council has been the first order of business by the director, with program planning, development and operation the second step. Some youth do respond to the call of forming a council without there being a program, but this is a hard way to go. Again, the director needs to be able to make that judgment.

Perhaps the question can be rephrased by separating program operation from the establishment of a physical facility. If the opening of a Drop-In Center, in and of itself, is not considered to be program operation, the strategy may well be that the Youth Director begins by getting the center open, if possible with youth support, and reserves the decision about what programs will go into the developing Youth Center for the Youth Council. In this instance, the Youth Director will have two tasks -- to assist in the formation of a YDP Youth Council while, at the same time, assisting

the expanding Youth Council to make decisions about the programs to be offered in the YDP Center.

When the CAA's Youth Director discusses program options with the Youth Council (in its formative and actual operating stages), how much guidance should he give the council? There are two approaches. One is that the youth design programs that they want to see developed and the director and the youth research the feasibility of such a program. What does it cost? What resources can be tapped to secure dollars, staff and services? The second possibility has the director leading the youth, telling them what is available in dollars, staff and other resources. In view of the facts, he makes as many suggestions as he can about possible programs. The council then decides.

Neither system is always the right one in youth program development. The preferable method will depend on such factors as the sophistication of the youth, the availability of resources in the area, and the skill of the Youth Director. An important consideration is that the youth not be built up to expect that whatever they organize to obtain or do will be an easy process.

(YDP-1, Youth Involvement, and YDP-2, Community Action Agency Youth Development Staff, contain additional information about the role of the Youth Director.)

C. A MODEL

A specific example can help to determine how a Youth Director and a Youth Council might proceed. Although this is to be a description of an actual situation, let us call the city "Alpha." Alpha, a city of 20,000, is located in one of four counties served by a CAA. The area is rural and the CAA is 25 miles from Alpha.

The CAA's main operation is based in Pierce, a city of 200,000. At the CAA, there is a Youth Director who has assisted to develop the Pierce Youth Council and the Pierce Neighborhood YDP. The CAA Youth Director, Jim Marion, from time to time visits Alpha where the CAA runs a small operation dealing with food stamps and family planning.

Mr. Marion has discussed the possibilities of forming a Youth Council with different youth-serving agencies and with the CAA division in Alpha. He has also met with youth in one-shot meetings about YDP possibilities. However, no real youth organizational effort has been made. The idea of a Youth Center has been discussed at different times with no action taken.

Some of the youth are increasingly becoming a problem to businessmen in Alpha. They hang around the parking lot of a hamburger stand, loll on benches near the stand, and wander around one area of downtown. They became a source of irritation to drivers, shoppers, and store owners.

At the same time, the drug problem among youth is becoming more serious and parents are increasingly concerned about their children's involvement and connection with drugs.

After a few skirmishes between store-owners, the police, and the youth, the Alpha newspaper begins to raise editorial questions about the problem. One view presented is to keep the youth away from the business community, putting responsibility for this on the parents. Another view is that the community must do something to alleviate the problem.

One night, youth activity really begins to escalate in the parking lot. Feelings among youth are high and some older youth take the lead by demanding that a Youth Center be established. How about asking the CAA Youth Director, Mr. Marion, to get Alpha bigwigs to sit down and talk to the youth about this problem? A call is made

to Mr. Marion, and a meeting is arranged for the next evening with leading citizens invited to attend.

A tense meeting takes place. Present is the city manager, two lawyers, a banker, a real-estate broker, the manager of the hamburger stand, a newspaper reporter, and 15 youth, led by three youth spokesmen. One of the spokesmen is a 22 year old military veteran who just happened to come by the parking lot where the youth had congregated, walked into the melee, and took the lead with the youth.

The participants in the meeting discuss youth problems and get into the feasibility of a Youth Center in town. At the same time the Youth Director introduces into the negotiations the possibility of a Youth Council being formed to oversee such a Center and its program. The first meeting finds the Youth Director serving as a mediator between the Alpha representatives and the youth.

What actually evolved from this setting was the creation of a Youth Council, the development of a non-profit Youth Council corporation, a proposal to the city for the leasing of a suitable facility for $1 per year, and finally an operating Youth Center. The Center took eight months to redesign, build and paint. Volunteer staff and youth performed the actual physical labor. The CAA Youth Director made OEO funds available at three different stages to build a kitchen (so that sandwiches could be sold to youth in the center), to build a fire proof ceiling (to meet local fire codes) and to secure supplies for a small construction job for which no free supplies could be found.

Before the permanent center was ready, temporary quarters were provided to the youth. Without having a vote on the kinds of services to be offered, four full time volunteer staff, backed later by two Operation Mainstream (an adult work-training program of DOL) clerical help, began to deal with youth problems, including drug use, pregnancies,

and runaways. The temporary center served as a Drop-In Center until the permanent center became operational.

The Youth Council was formed during this eight-month period. Elections were held and the council began discussing its program needs and potential. The four volunteer youth staff shared supervisory responsibilities.

Referrals of youth in need of assistance to community mental health facilities, doctors, a psychologist, lawyers, probation officers and educators began. An advisory adult committee was made up of those adults who were coming into contact with the youth being serviced at the center. Alpha's City Manager was also on the advisory committee. In fact, it was he who spearheaded the city's decision to make a building available to the Youth Council at a rent of one dollar per year.

At present, the volunteer supervisors and the council are defining and planning for other needed services. Expanded facilities to handle more youth are needed. The development of shop areas for crafts and skill development has been set as a goal. Most important is their need to secure funds to pay permanent staff to supervise the center. Most of the four volunteers are preparing to move on to be replaced by other permanent staff. These older youth feel the need to do other things, and they want new leadership to assume the supervisory responsibility at the center.

D. CONCLUSION

This example merely describes how the Alpha YDP was founded. The process worked for the youth of Alpha and it may help Youth Councils elsewhere. It worked for Alpha at a point in time, under the peculiar circumstances present at that time, and in that place.

What is worth remembering about Alpha is that (a) there was a need, (b) there was competent youth leadership, (c) there was a competent Youth Director, and (d) a

potentially explosive situation was well handled by responsible people. There is no pre-packaged format that requires that council formation precedes program. There is no mandate that there has to be a pre-conceived plan, with deadlines to be met and goals to be achieved.

In Alpha, there was a goal established to get a Youth Center open, with the understanding that it was to be the youth's center backed whole-heartedly by community leaders, who provided moral, financial and technical support when the youth needed it and asked for it.

Alpha is one example of how a YDP can make it. YDP-3 describes a number of successful programs, and it may confidently be predicted that there will be many more successful undertakings in the future. Flexibility, commitment, and professional competence, joined with youth drive and enthusiasm, will make it all happen.